

13458
112171

Comptroller General's Report To The Chairman, Subcommittee On Human Resources, Committee On Post Office And Civil Service House Of Representatives

RELEASED

RESTRICTED — Not to be released outside the General Accounting Office except on the basis of specific approval by the Office of Congressional Relations.

The Federal Procurement Data System-- Making It Work Better

The Federal Procurement Data System could be of great assistance to the Congress and the public in providing full information on procurement activities. For the first time, data will be available on a Government-wide basis showing

- what is bought (products and services),
- who bought it (purchasing office and agency),
- when (date of action),
- where (contractor and State), and
- how (competitively or sole source and type of contract).

Improvements are needed, however, to bring the System up to its full potential, and GAO makes recommendations to this end.



112171

509703

PSAD-80-33
APRIL 18, 1980

1000000

1000000

1000000



COMPTROLLER GENERAL OF THE UNITED STATES
WASHINGTON, D.C. 20548

B-160725

The Honorable Herbert E. Harris, II
Chairman, Subcommittee on Human
Resources
Committee on Post Office and Civil
Service
House of Representatives

HSE 02915

Dear Mr. Chairman:

In response to your subcommittee's May 25, 1979, request, this is our report examining the effectiveness of the Federal Procurement Data System. We also obtained responses to the five questions your subcommittee asked regarding the System.

At your subcommittee's request, we did not take the additional time to obtain written comments from the Office of Federal Procurement Policy or the Department of Defense. The matters covered in the report were discussed with Procurement Policy and Defense officials, and their comments are incorporated where appropriate.

As arranged with your office, unless you publicly announce its contents earlier, we plan no further distribution of this report until 10 days from the date of the report. At that time, we will send copies to interested parties and make copies available to others upon request.

Sincerely yours,

Comptroller General
of the United States

*AGC 000451
AGC 000074
AGC 000005
AGC 000017
AGC 000027
DLG 04141*



COMPTROLLER GENERAL'S
REPORT TO THE CHAIRMAN,
SUBCOMMITTEE ON HUMAN
RESOURCES, COMMITTEE ON
POST OFFICE AND CIVIL
SERVICE, HOUSE OF
REPRESENTATIVES

THE FEDERAL PROCUREMENT DATA
SYSTEM--MAKING IT WORK BETTER

D I G E S T

For the first time, procurement information on a Government-wide basis has been developed. The Federal Procurement Data System will show

- what is bought (products and services),
- who bought it (purchasing office and agency),
- when (date of action),
- where (contractor and State), and
- how (competitively or sole source and type of contract).

The Commission on Government Procurement found that no single organization within the Government was responsible for collecting and reporting what executive agencies bought or the total value of their purchases. In its 1972 report, the Commission recommended that a system for collecting and disseminating procurement statistics be established. As a result, the Office of Federal Procurement Policy Act (Public Law 93-400) of August 1974 required the establishment of such a system.

The Federal Procurement Data Center has made progress in setting up the system despite initial difficulties. However, areas where greater progress needs to be made are timeliness of reporting by the agencies and accuracy of the data submitted. In addition, the Center awarded one contract based on questionable need and experienced a cost overrun and schedule difficulties on a second contract.

TIMELINESS OF AGENCY REPORTING

Third quarter data for fiscal year 1979 was due on August 15, 1979. Twelve agencies required extensions to December 15, 1979, 4 months late. Five of the agencies failed to meet the extension and three have still not reported. Fourth quarter data was due on November 15, 1979. As of February 12, 1980, a number of agencies had not provided the required data. GAO believes it is unlikely that accurate and complete Government-wide data for fiscal year 1979 will be available in the near future. (See p. 7.) Officials of the Office of Federal Procurement Policy did not agree with GAO's conclusion.

ACCURACY OF DATA

The Center provided GAO with a list of eight agencies categorized as "providing data in a timely manner but having difficulty with the number of errors in their data." (See p. 9.) The Center's earlier third quarter report shows four of the eight agencies as providing fairly comprehensive data with no indication of the error problem. GAO believes this data should have been identified as questionable and full disclosure made as to the limitations on its use. Furthermore, once fully operational and debugged, the system will still have limitations. For example, it relies on the integrity of many individuals to prepare reports and prepare them correctly. If, for some reason, a report is not prepared, the contract award data will not enter the system. The Center has no means of knowing whether data is reported for all contract actions.

CONTRACT AWARD BASED ON QUESTIONABLE NEED

The Federal Procurement Data System Committee recommended that a contractor identification system developed by Dun and Bradstreet, Inc., (see p. 12) be used to identify contractor establishments. The Department of Defense (DOD) already had such a system in use for 16 years. Both systems have advantages and disadvantages. (See p. 16.) The DOD system could be modified for an estimated \$75,000 and

used Government-wide, but the modified system would not have all the capabilities of the Dun and Bradstreet system. The estimated cost of the Dun and Bradstreet system, however, is \$703,000. In addition, DOD estimates it will cost \$750,000 to convert from its existing system to the Dun and Bradstreet system. Total costs, therefore, would be about \$1.45 million, excluding future costs for updating and system maintenance. GAO does not believe that the difference between the capabilities of a modified DOD system and the Dun and Bradstreet system justify the added costs the Government will incur. (See p. 17.)

DIFFICULTIES WITH CONTRACT MANAGEMENT

The Center experienced a cost overrun of \$10,000, about 5 percent, on the Center's contract for computer processing time. The Center also paid \$20,000 for two computer/software packages and subsequently found the packages could not be used because insufficient time was allowed to properly implement a data base management system. Therefore, the Center changed its plans and installed a less complex system. (See p. 19.) The Center's Acting Director indicated that plans call for the use of data base management software in the future. Further, a feasibility study is planned for late 1980 to determine the most economical method of acquiring computer time; that is, to continue buying computer processing time or to buy a computer.

RECOMMENDATIONS

To assure agency compliance with reporting dates and that data submitted is accurate and complete, GAO recommends that the Office of Management and Budget and the Office of Federal Procurement Policy:

- Monitor agency compliance and followup when agencies fail to report. Followup should be continuous until all agencies are routinely reporting in a timely manner.

--Provide for establishing positive and continuous internal controls at the agency level so the accuracy and completeness of data being submitted is assured. The controls should include audits of data submissions by the agencies' internal auditors or inspector general staffs as part of their continuous reviews of procurement activities. The results of such audits should be provided to the Office of Federal Procurement Policy so data reliability can be assessed.

To improve the Center's procurement function, the Administrator, Office of Federal Procurement Policy should:

- Reassess the need for the Dun and Bradstreet system and consider the feasibility and economy of using a modified DOD system.
- Have the Center expedite its planned feasibility study to determine if it is more economical to acquire a computer in lieu of buying computer processing time.
- Evaluate the need for any future contracts and develop an appropriate procurement plan before an award is made. This should insure that a real need does exist and adequate planning has been done.

OTHER ISSUES THAT NEED TO BE ADDRESSED

Reimbursement policy

One free copy of each report will be provided to interested parties. Additional copies and special analyses will be on a reimbursable basis. However, there has been no policy decision on whether there will be any exemptions to the reimbursable policy, such as the Congress, the Executive Office of the President, or the Office of Management and Budget. (See p. 21.)

Frequency of reporting

The Center has prepared a proposed list of the reports it plans to issue and how often. (See app. III.) In some cases, quarterly reports

will be issued but annual reports will not. GAO recognizes the difficulty of satisfying the varying needs of different customers-- the Congress, agency management, and industry. Publication of annual and quarterly reports would permit users to decide whether they need both reports or only the annual report. (See p. 21.)

The Center as the Government's
single source for procurement
information

At the present time, many agencies have their own procurement information systems. A logical progression of the Center's development would be to become the Government's single source of procurement information with the agencies phasing out their individual systems. (See p. 22.)

The Center as a source of
information for other studies

The Office of Federal Procurement Policy could analyze the information collected by the Center to

- identify agencies that may not need to have their own procurement function,
- address the issue of centralized versus decentralized procurement,
- measure and assess the impact of Government procurement on the national economy and smaller political subdivisions, and
- identify data needed to manage the acquisition process. (See p. 23.)

MATTERS FOR THE CONSIDERATION OF
THE CONGRESS

The House Government Operations Committee and the Senate Governmental Affairs Committee may wish to advise the Office of Federal Procurement Policy on

--whether the list of proposed reports and their frequency will serve the needs of the Congress and its various committees and

--whether there should be any exemptions to the Center's policy of requiring customers to pay for services.

The committees may also wish to consider actions they can take to assure that individual agencies phase out their procurement information systems when the Federal Procurement Data System becomes fully operational and that the Center's potential is fully utilized.

AGENCY COMMENTS

GAO discussed the matters covered in this report with agency officials, and their comments are incorporated where appropriate. The Office of Federal Procurement Policy did not agree that complete and accurate data on fiscal year 1979 would be unavailable. (See p. 7.)

C o n t e n t s

		<u>Page</u>
DIGEST		i
CHAPTER		
1	ESTABLISHMENT OF THE FEDERAL PROCUREMENT DATA SYSTEM	1
	Introduction	1
	Background	1
	System description	4
	Data included and excluded	4
	Included data	4
	Excluded data	4
	Other data	5
	Collection of information	5
	Scope of review	6
2	QUESTIONS ON THE FEDERAL PROCURE- MENT DATA SYSTEM AND CENTER	7
	Question 1	7
	Answer	7
	Agency reporting	7
	Accuracy of data	9
	Recommendations	9
	Question 2	10
	Answer	10
	Question 3	11
	Answer	11
	Question 4	12
	Answer	12
	Question 5	13
	Answer	14
3	PROCUREMENT OF SERVICES FOR CENTER OPERATIONS	15
	Procurement of services	15
	PRC Data Services Company	16
	Dun and Bradstreet, Inc.	16
	Boeing Computer Services Company	19
	Future needs	20
	Recommendations	20
4	OTHER ISSUES THAT NEED TO BE ADDRESSED	21
	Reimbursement policy	21
	Frequency of reports	21
	Future developments	22

	<u>Page</u>
CHAPTER	
4 :	
The Center as the Government's single source for procurement information	22
The Center as a source of information for other studies	23
Matters for the consideration of the Congress	23
Agency comments	24

APPENDIX

I	FPDS--individual contract action report (over \$10,000)	25
II	Agencies that are to report to the Federal Procurement Data Center	26
III	Summary of proposed reports to be issued by the Center: 10/24/79	28

ABBREVIATIONS

DOD	Department of Defense
FPDS	Federal Procurement Data System
GAO	General Accounting Office
GSA	General Services Administration
OFPP	Office of Federal Procurement Policy
OMB	Office of Management and Budget
SIC	standard industrial classification

CHAPTER 1
ESTABLISHMENT OF THE
FEDERAL PROCUREMENT DATA SYSTEM

INTRODUCTION

As requested by the chairman, Subcommittee on Human Resources, House Committee on Post Office and Civil Service, we have reviewed the effectiveness of the Federal Procurement Data System (FPDS) and obtained the answers to five questions regarding the operation of the Federal Procurement Data Center. The questions and our answers are presented in chapter 2.

BACKGROUND

The Commission on Government Procurement found that no single organization within the Government was responsible for collecting and reporting what executive agencies bought or the total value of their purchases. It was the Commission's belief that:

- The Congress needs this basic information to make informed decisions on matters of broad public policy relating to procurement programs.
- The executive branch needs this information to determine the policy necessary for managing the procurement process.
- Interagency support activities need this information to develop and improve the services offered.
- Suppliers need this information to develop programs to service the Federal market. Full information creates a more competitive market place and provides a better opportunity for individual suppliers to compete.

In its December 1972 report, the Commission recommended that a system for collecting and disseminating procurement statistics be established to meet the needs of the Congress, the executive branch, and industry. An interagency task group was established to study the recommendation and prepare the executive branch position.

The task group called for adoption of the recommendation in November 1973. Official agency comments were

obtained, and, in May 1974, the decision was made to proceed with the recommendation.

In August 1974, the Congress passed the Office of Federal Procurement Policy Act (Public Law 93-400). The act required the Administrator, Office of Federal Procurement Policy (OFPP), to establish a system for collecting, developing, and disseminating procurement information that takes into account the needs of the Congress, the executive branch, and industry.

A committee was established in October 1974 to facilitate development of the new reporting system. The committee was called the Federal Procurement Data System Committee and was comprised of representatives from twelve Government agencies. The Committee studied the existing procurement management reporting systems of the Department of Defense (DOD); the Department of Health, Education, and Welfare; and the National Aeronautics and Space Administration. The Committee also considered what kinds of information should be collected, the dollar value of acquisitions to be reported, and the frequency of reporting by the agencies. In addition, the Committee agreed that the reports produced by the system should answer the following questions:

- (1) Who?--The agencies who are doing the procuring.
- (2) What?--Products or services procured.
- (3) When?--Time periods in which procurement actions were made.
- (4) Where?--Place of performance.
- (5) From?--Contractors who provided the products or services.
- (6) How?--Negotiation authority, pricing provisions, extent of competition, and set asides.

The Committee believed that by answering these questions the requirements established by the Commission on Government Procurement would be satisfied.

The Committee issued its report in July 1975 and recommended that the system described in its report be adopted as FPDS. OFPP sent the report for review and comment to 21 executive agencies. Comments were received and the Committee began meeting to resolve identified problems. In August 1975, OFPP asked DOD, the Department of Commerce, and the

★ General Services Administration (GSA) if they would act as OFPP's executive agent. The executive agent would be responsible for the establishment and operation of the Federal Procurement Data Center and FPDS. Commerce declined because it lacked expertise in this area. GSA accepted but also lacked expertise. DOD also declined even though it had the requisite experience. ★ DOD suggested establishing the Federal Procurement Data Center within OFPP or the Office of Management and Budget (OMB) and contracting with the private sector for data processing.

OFPP asked DOD to reconsider, and, in July 1976, DOD agreed to be executive agent for the Center subject to mutually agreeable funding arrangements. DOD stated it would provide the necessary personnel spaces for the Center but pointed out that it might be necessary to locate it in a DOD agency, such as the Defense Supply Agency.

In March 1977, OFPP advised DOD that arrangements had been made to have GSA fund the civil agencies' share of the cost of establishing and operating the Center. OFPP proposed 70 percent DOD funding and 30 percent GSA funding.

DOD subsequently advised OFPP by letter dated June 21, 1977, that while it had tentatively accepted executive agent responsibility in its July 1976 letter, the environment had changed substantially since that time. As a result, DOD withdrew its acceptance.

In November 1977, the then Acting Director of OMB asked the Deputy Secretary of Defense to have DOD accept responsibility as executive agent for OFPP to establish and run the Center. DOD accepted responsibility in January 1978 and stated that it would provide the necessary funds and staff.

On February 3, 1978, 42 months after Public Law 93-400 had been enacted, the OFPP Administrator issued a memorandum for Heads of Departments and Agencies establishing the system. The memorandum also

- ★ --designated DOD as OFPP's executive agent to operate the system, including a Federal Procurement Data Center;
- established a Policy Advisory Board under the Chairmanship of OFPP;★ and
- transmitted a reporting manual that detailed the system design and the reporting procedures to be followed.

OFPP designated October 1, 1978, as the date when agencies were to start collecting the required data. The data was to be reported to the Center by February 15, 1979, 45 days after the close of the first quarter.

SYSTEM DESCRIPTION

FPDS requires that the data be reported in a uniform manner by all executive agencies making acquisitions from appropriated funds. The reporting requirement includes stock and revolving funds replenished or reimbursed from annually appropriated funds as well as acquisitions from appropriated funds transferred from one executive agency to another.

DATA INCLUDED AND EXCLUDED

Included data

The data in the FPDS covers all prime contract actions awarded to non-Federal sources for supplies, equipment, construction, and services including commercial utilities and communications, commercial rents, and transportation or shipments furnished under Government bills of lading and Government transportation requests. Acquisitions, including contract changes and modifications, of more than \$10,000 were to be reported individually. Acquisitions of \$10,000 or less were to be reported in summary.

Excluded data

Specifically excluded from FPDS are acquisitions

--under grants, subsidies, and contributions;

--by nonappropriated fund activities, such as the Emergency Loan Guarantee Board or the Export/Import Bank of the United States; (the exclusion also includes self-sustaining activities even if their initial financing was a onetime Federal appropriation. Examples include the Farm Credit Administration and the Federal Deposit Insurance Corporation. 1/)

--from one Federal agency by another;

1/The Tennessee Valley Authority has been included at its request.

- by intergovernmental agencies, such as the Advisory Commission on Intergovernmental Relations or the New England River Basin Commission;
- by international bodies in which the United States is a participant, such as the Asian Development Bank or the Inter-American Development Bank;
- from private corporations which may be partially supported by Federal funds; and
- subcontract awards.

OTHER DATA

In addition, FPDS will provide information on standard industrial classification (SIC) codes and the parent and subsidiary of each contractor establishment, along with the relationship of each.

Collection of information

Each time a procurement office awards or modifies a contract in excess of \$10,000, an FPDS-Individual Contract Action Report is to be completed. The report is required whether the change increases or decreases funds. The report (see app. I) contains 27 individual items of information to be completed for each procurement action.

The completed procurement reports are to be forwarded by the procurement office to the subagency level or to agency headquarters. At either location, or in some cases both, depending upon agency size, the reports are collected and consolidated.

Each agency headquarters submits the information to the Federal Procurement Data Center showing the same 27 items of information on a uniform basis for every acquisition over \$10,000.

The Center is responsible for consolidating information on the individual agencies into a master procurement file; processing the information; and reporting to the Congress, the executive branch, and industry. A list of proposed reports and their frequency are shown in appendix III.

SCOPE OF REVIEW

We reviewed contract files and related documents on contracts awarded for the Center. We also discussed these contracts, as well as FPDS in general, with personnel at OFPP, the Center, and DOD. We reviewed the budget submissions of the Center and examined the procedures and forms established for collecting procurement information. The list of proposed reports the Center plans to produce were reviewed and discussed with Center personnel.

CHAPTER 2

QUESTIONS ON THE FEDERAL PROCUREMENT

DATA SYSTEM AND CENTER

The subcommittee's questions on the Federal Procurement Data Center's operations and our answers follow.

QUESTION 1

"Reliability of data--is the data which is reported by agencies and departments complete and accurate?"

Answer

We responded to this question in our interim report dated October 1, 1979 (PSAD-79-109). The report cited the problems the Center had experienced in getting all the agencies to report. Appendix II lists the agencies required to report under the system. It also pointed out the Center's problems of getting those agencies that had reported to provide accurate and complete data. As discussed below, the Center is still having difficulties in these areas.

AGENCY REPORTING

In our interim report, we stated that Center personnel believed reliable Government-wide data would be produced for fiscal year 1980 and that data for 1979 would be available only for some agencies.

OMB responded to our interim report by letter dated December 3, 1979. OMB informed the Congress that:

"* * * The [GAO] report states that data for FY 79 will be available for some agencies but not on a Government-wide basis. This is not the case. * * * we have given [the agencies] an extension to December 15, 1979, to submit FY 1979 data to the Data Center."

The OMB response implies that data from all of the agencies for all of fiscal year 1979 would be submitted by December 15, 1979. Letters sent to the agencies by OMB and OFPP, however, state:

"* * * The data submissions of [name of agency] must be improved significantly * * *. * * * the ultimate date for submission of final and complete

data for the first three quarters of FY 1979 has been extended to December 15, 1979." 1/

Third quarter data was actually due on August 15, 1979, 4 months earlier. Of the 20 agencies receiving a letter from OMB or OFPP, 15 met the December 15 extension date; 2 agencies failed to meet the date, but subsequently submitted the data; and 3 agencies had not submitted the required data as of February 12, 1980. Fourth quarter data was due on November 15, 1979, but a number of agencies had still not provided the data as of February 12, 1980. In our opinion, accurate and complete Government-wide data for fiscal year 1979 will not be available in the near future.

An OFPP representative stated that fiscal year 1979 data on a Government-wide basis would be obtained--that it might be late or require several submissions; but, it would be obtained. He also cited the OMB and OFPP letters discussed above. OFPP's position on the availability of fiscal year 1979 data, therefore, was based on the responses provided by these agencies. The OFPP representative stated that the agencies' responses were all he could go on.

However, the Center advised us that they believe that reliable Government-wide data will be produced for fiscal year 1980. Data for 1979 may be available only for some agencies, rather than on a Government-wide basis. We believe the Center's assessment is more realistic because of the agencies "track records." For example, 20 agencies did not comply with reporting requirements on August 30, 1979. Twelve of these agencies still had not complied 3 months later. The Center categorized these 12 as shown below.

Agencies still having significant difficulties providing comprehensive and accurate reports were

Department of State
Department of Health, Education, and Welfare
Department of Labor
Equal Employment Opportunity Commission

Agencies providing data in a timely manner, but having difficulty with the number of errors in their data were

1/The date was extended to January 15, 1980, for the Department of Health, Education, and Welfare.

Department of Energy
Commission on Civil Rights
Interstate Commerce Commission
National Aeronautics and Space Administration
Nuclear Regulatory Commission
Securities and Exchange Commission
Small Business Administration
Water Resources Council

As of February 12, 1980, all of the agencies shown above had submitted third quarter data except the Departments of State and Labor and the Equal Employment Opportunity Commission. However, as indicated earlier, a number of agencies have still not submitted fourth quarter data.

ACCURACY OF DATA

Data provided by four agencies and included in the Center's third quarter reports should have been qualified and full disclosure made as to limitations on its use. The Center, in its December 3, 1979, listing, indicated that four agencies were submitting data in a timely manner, but having difficulties with the number of errors contained in their data. Nevertheless, data submitted by these agencies was presented in the Center's third quarter reports with no indication of the error problems.

Furthermore, we noted that, once fully operational and debugged, the system will still have limitations. For example, the system relies on the integrity of many individuals to prepare the Individual Contract Action Reports and to prepare them correctly. If for some reason a report is not prepared, the data on the contract award will not enter the system. The Center has no means of knowing whether data is reported for all contracts.

The Center has developed a comprehensive edit program to enhance the accuracy of data received. This edit program will detect inconsistencies and omissions, such as identifying failure to complete or fill in any of the items shown on the reporting form. Nevertheless, errors can go undetected in certain instances. For example, if the wrong dollar amount or type of contract is reported, the Center would have no way of discovering the errors.

RECOMMENDATIONS

In order to assure that all agencies report in a timely manner and, once reporting, submit accurate and complete data,

GAO recommends that the Director, OMB, and the Administrator, OFPP:

- Monitor agency compliance and followup when agencies fail to report. Followup should be continuous until all agencies are routinely reporting in a timely manner.
- Provide for establishing positive and continuous internal controls at the agency level so the accuracy and completeness of data submitted is assured. The controls should include audits of data submissions by the agencies' internal auditors or inspector general staffs as part of their continuing reviews of procurement activities. The results of such audits should be provided to OMB/OFPP so data reliability can be assessed.

QUESTION 2

"Has the Center been consistent in placing reporting requirements upon agencies? Have requirements been changed or otherwise modified, and if so, why (poor planning, inadequate staffing, etc.)?"

Answer

We compared the preliminary reporting manual that was transmitted to the agencies in February 1978 with the revised optional reporting manual published in December 1978. This comparison did not disclose any significant change in reporting requirements. However, there were differences of opinion on what information should be collected. For example, DOD objected to a number of items, such as foreign trade data and using a Dun and Bradstreet universal numbering system for identifying contractors. The National Aeronautics and Space Administration asked for and received an option to report modifications of less than \$10,000, even though this was not required.

A number of additional clarifying questions that the Center had to resolve were raised. According to the Department of State, inclusion of procurement statistics from foreign service posts would present the Department with serious problems and that the total of such procurements was only about \$18 million--an insignificant amount when compared with total Government procurement. The Center recommended including these procurements with a minimum of detailed reporting.

The FPDS Policy Advisory Board was established in February 1978 when the system was announced. The Board's primary responsibility is to consider proposed additions, deletions, or other changes to the system. Thus, change is and should be anticipated, since the system will have to be dynamic to meet the changing needs of the Congress, the executive branch, and industry.

We also reviewed the agencies' responses to a letter dated May 14, 1979, from Chairman Harris regarding their reporting to the Center. Of the 35 responses, only 2 cited changes in reporting requirements as a problem.

QUESTION 3

"* * * Can the data base be sorted in order to isolate all A-76 or consultant expert actions and provide information concerning contract costs, obligation date, revised contract specifications or cost modification, etc.?"

Answer

A-76 actions will not be identified as such in the data base; however, services procured can be identified. For example, the Center could provide information on the number and dollar value of all contracts awarded by an agency over a specific time period for custodial-janitorial services or guard services. Thus, increases in contracting out for specific services could be identified. Further, 155 individual codes, ranging from specialized medical services to vocational and technical training, could be selected for analysis. In addition, the Individual Contract Action Report has a data entry ("Consultant Type Award," block 17) that should identify contract awards for consultants. (See app. I.)

It is quite possible, however, that the individual preparing the report would not consider a contract to be for consulting services and not report it as such. Our ongoing work has indicated that significant confusion exists among procurement personnel as to what is consulting services. The Center's definition for determining whether a contract is for consulting services reads, in part:

"Consulting Services. Those services of a purely advisory nature relating to the governmental functions of agency administration and management and agency program management (OMB Bulletin 78-11). Specifically excluded are: the performance of agency operating functions or the supervision

of those functions; commercial and industrial products and services (see OMB Circular No. A-76); and, the conduct of research (see the National Science Foundation Annual Survey of Federal Funds for Research, Development and Other Specific Activities)."

The data base can provide information on the cost of individual contracts; the number and costs of contracts awarded by an agency; and, eventually, the number of contracts and costs for the whole Government. The data base can also be sorted to provide information on the cost of contract modifications exceeding \$10,000, thus, enabling users to obtain information on significant cost growth from contract modifications. Cost growth can be identified on an individual contract basis by agency or Government-wide.

The data base provides for recording the date of the contract action which is the obligation date. The data base does not include specific identification of contract changes resulting from revised contract specifications.

QUESTION 4

"I have been informed that DOD has directed FPDC to remain within the currently allotted budget of \$940,000 during FY 80. As a result of this I fear that the so-called Dun and Bradstreet project will be uncompleted since this project was never included in the budget estimates. What is the current status of the Dun and Bradstreet project and estimated completion date?"

Answer

We found no evidence that budget limitations affected the Dun and Bradstreet project. However, DOD will not convert from its system to the Dun and Bradstreet system until fiscal year 1981. Thus, the Dun and Bradstreet system will not be fully integrated and functioning as smoothly as the Government's method of contractor identification until after October 1980. (See our recommendations concerning the use of the Dun and Bradstreet system on p. 20.)

Dun and Bradstreet, Inc., developed a system that assigns a nine-digit identification number to each business establishment included in its files. We were advised that the system covers an estimated 6 million business establishments with their addresses. Dun and Bradstreet can also provide

the SIC codes for these establishments. These codes identify what an establishment provides. Dun and Bradstreet offers two other services in addition to its business identification and SIC code.

--An updating service that will identify name or address changes and corporate changes, such as mergers or sales.

--A rollup capability that identifies the corporate structure or hierarchy, if any, that a business organization is part of. Thus, affiliates, divisions, subsidiaries, and parent organizations are identified, as well as intermediate corporate levels.

The FPDS Committee in its July 1975 report recommended that the Dun and Bradstreet system be used to identify contractors in FPDS. DOD strongly opposed this recommendation because it already had a procurement reporting system, including a method of identifying contractors using a five-digit code that had been in use for 16 years. DOD activities commenting on the proposed change in November 1975, stated the change would be very costly or that a detailed study would have to be performed before estimated costs could be identified.

As a result of detailed discussions between DOD, OFPP, and the Center, a course of action has been agreed upon that will permit DOD data to be merged with the Center's data bank for fiscal years 1979 and 1980. DOD has agreed to convert to the Dun and Bradstreet system for fiscal year 1981.

The Center and civil agencies are continuing to work with Dun and Bradstreet to install the system as the Government's contractor identification file. Presently, these efforts are directed toward 100-percent coverage. That is, assignment of an identification number to every contractor doing business with the Government. All of the civil agencies are using the Dun and Bradstreet system when reporting to the Center.

QUESTION 5

"Item 4 raised a larger question of the Center's status as an organizational entity within the Executive Branch. Currently, the Center functions as a division of DOD, yet receives policy and program direction from the Office of Federal Procurement Policy. Is the current status of the Center appropriate, and what changes should

be made to optimize the ability of FPDC to fulfill its Congressional mandate?"

Answer

Center and DOD personnel had a number of disagreements or disputes. The differences ranged from relatively minor issues such as mail handling procedures and correspondence letterheads to key questions such as appropriate budget levels and number of personnel. Some disputes were long-standing and were brought to the attention of the Acting Administrator, OFPP.

On October 11, 1979, Public Law 96-83 was enacted. This legislation requires the Center to be located in GSA. GSA has advised DOD that it is ready to assume responsibility for the Center and place it in the Automated Data and Telecommunications Service. DOD stated it had no objections to GSA's assuming responsibility for the Center and is awaiting notification from OMB on when and how the transfer should occur. The transfer is now scheduled to occur in April 1980.

CHAPTER 3

PROCUREMENT OF SERVICES

FOR CENTER OPERATIONS

The decision to procure a contractor identification system instead of modifying an existing DOD system appears questionable in view of the wide variance in estimated costs--\$75,000 for a modified DOD system versus \$1.45 million for the Dun and Bradstreet system. In addition, the Center experienced a cost overrun of \$10,000, about 5 percent on its contract for computer processing time. The Center also paid \$20,000 for two computer software packages and subsequently found it could not use them.

PROCUREMENT OF SERVICES

The Center has three contracts that provide services used in its operation of the system. Data on the contracts is shown below.

<u>Date of award</u>	<u>Contractor name</u>	<u>Service(s) procured</u>	<u>Estimated price</u>
9/28/78	Dun & Bradstreet, Inc.	Furnishing and updating a Contractor Identification System and Associated Data	<u>a/\$558,000</u>
12/19/78	Boeing Computer Services Company	Computer time and technical support	205,000
2/06/79	PRC Data Services Company	Development, test, and servicing of computer software	<u>200,000</u>
			<u>\$963,000</u>

a/The Dun and Bradstreet contract covers fiscal years 1979 and 1980.

Specific details on the three contracts are presented below.

PRC DATA SERVICES COMPANY

At the time of our review, the Center had no difficulties with this contract, and we did not find any deficiencies in its award.

DUN AND BRADSTREET, INC.

The FPDS Committee in its July 1975 report recommended that the Dun and Bradstreet Universal Numbering System be used to identify contractors doing business with the Government. Enclosure 12 of the report discussed the pros and cons of the Dun and Bradstreet system and the existing DOD system as shown below.

"DOD has a usable in-house standard for contractor identification in the H4 and H8 systems which provide codes for manufacturers, non-manufacturers, and manufacturers in NATO countries. Both the Dun and Bradstreet and the H4 and H8 systems have a variety of advantages and disadvantages as covered below. If serious consideration is given to an out-of-house contractor identification system, there are also questions of whether it is appropriate to have a sole source contract for the service, and what happens if the contractor goes out of business or discontinues this service.

- "1. Advantages of the H4 and H8 systems are:
 - (a) the H4 and H8 code structures are already used extensively in DOD and GSA cataloging, supply, transportation, and procurement systems;
 - (b) the relatively low incremental cost of making the data available Government-wide for the Federal Procurement Data System; and
 - (c) the Government would not be dependent on an out-of-house source for contractor identification coding.

- "2. Disadvantages of the H4 and H8 systems are:
 - (a) the problem of obtaining and updating data on corporate changes, name changes, mergers, acquisitions, etc., on a reasonably current basis;
 - (b) the continued need to publish and distribute voluminous coding manuals on contractors for procurement reporting; and
 - (c) the continued need for purchasing offices to look up and encode source documents with contractor codes.

- "3. Advantages of the Dun and Bradstreet System are: (a) an excellent source for statistical service on corporate changes, etc., (b) elimination of the need to publish and distribute voluminous coding manuals on contractors for procurement reporting; and (c) elimination of the need for lookup and encoding of source documents with contractor codes by purchasing offices.
- "4. Disadvantages of using the Dun and Bradstreet system are: (a) costs of the system are expected to be higher than incremental cost of the in-house H4 and H8 systems; (b) dependence on an out-of-house company for contractor identification numbers; and (c) the DUNS system has some serious deficiencies in providing contractor identification codes for contractors outside the U.S., and for private and non-profit organizations."

DOD opposed use of the Dun and Bradstreet system, since it had been using its own system for 16 years. In addition, DOD estimates that it could cost about \$750,000 to convert its system to the Dun and Bradstreet system. Nevertheless, a sole-source contract was awarded to Dun and Bradstreet. The sole-source justification stated that the Dun and Bradstreet system was the only one that has all the capabilities to satisfy the Center's requirements.

The estimated cost of the Dun and Bradstreet system is shown below.

Actual FY 1979 costs	\$437,000
FY 1980 contract	121,000
Estimate for FY 1981	<u>145,000</u>
	<u>\$703,000</u>

When the DOD estimated conversion cost is added, the system's cost totals \$1.45 million. The estimate does not include annual costs for updating or system maintenance.

We asked the Center's Director what unique advantages were provided by the Dun and Bradstreet system that made it superior to the system already being used by DOD, and which, with some modification, could be used by the civil agencies. We pointed out that DOD accounts for about 70 percent of the Government's procurement and would provide about 70 percent of the procurement statistics. Selection of the DOD system,

therefore, would have provided coverage for 70 percent of the statistics using an existing Government-owned system.

The Director stated that he had made a presentation to the Committee that showed they could modify the DOD system and have a contractor identification system for \$75,000. The modified system would not, however, have all the capabilities of the Dun and Bradstreet system, and the Committee wanted the SIC code as well as contractor identification and rollup capability. (See p. 12.) We pointed out that the Defense Supply Agency commented on the proposed use of the Dun and Bradstreet system in November 1975 and stated in part:

"The Standard Industrial Classification Code was originally planned for inclusion in the Federal Supply Code for Manufacturers. However, it was deleted when no justification could be found for its inclusion. Since the Code is a Government code, it appears to be an unnecessary expense to purchase the entire Dun and Bradstreet System to obtain this code. The Office of Management and Budget publishes this code in a Standard Industrial Classification Manual."

The Center's Acting Director agreed that the SIC code structure was established and could be obtained from sources other than Dun and Bradstreet. However, he pointed out that the Dun and Bradstreet system was the only ongoing system with 6 million contractor identification numbers matched with SIC codes.

While this capability may be attractive, there had to be a need or planned use for it; that is, reports produced or analyses made. The codes, however, were procured primarily for the Department of Commerce, and discussions have just begun as to the types of reports that could be produced using the SIC codes. The list of proposed reports, dated October 24, 1979 (see app. III), did not include any reports using the codes. The reports, if any, will be added when the discussions are concluded.

The rollup capability of the Dun and Bradstreet system with complete corporate hierarchies provided on all contractors was cited as another factor considered by the Center.

However, DOD had been preparing reports on their top 100 research and development contractors and their top 100 manufacturing contractors for many years using their own system.

In our opinion, it would have been far more economical, \$75,000 versus \$1.45 million, to have modified the DOD system for use Government-wide.

BOEING COMPUTER SERVICES COMPANY

One of the needs the Center had to satisfy was to obtain the use of a computer so it could process data. Since all procurements for automatic data processing services are to be awarded by GSA, the Center requested and received from GSA a delegation of procurement authority. The delegation stated, in part:

"* * * A competitive commercial procurement through the Teleprocessing Services Program Multiple Award Schedule Contract is authorized."

GSA's Teleprocessing Service Program provides a list of 38 contractors that have submitted price lists and detailed descriptions of services available to the Government. The Center reviewed all 38 contractors listed and selected 3. Thirty-five contractors were eliminated because they did not have both a data base management system and an integrated data analysis package.

The three contractors were asked to perform a test. One declined and the two remaining contractors performed the test. In the test, the contractors processed a data package on computers that would be used to perform under the contract in order to obtain comparative costs and performance capabilities. Boeing Computer Services Company was the winner, and a purchase order was issued for \$195,000.

There has been a cost overrun of \$10,000, about 5 percent, on the Boeing contract. The Center's technical representative agreed that the overrun was caused by the Center being inefficient in its handling of data processing requirements. In addition, the Center tried to set up a system using data base management too soon. Such systems are highly complex methods of managing and controlling data maintained in computer-based systems. The Center found it was too complex to initially set up a system that included such data base management and decided to use a simpler system. The estimated price included in the contract for the data base management system and the data analyses package was \$20,000. Thus, the Center paid for services it could not use.

FUTURE NEEDS

A feasibility study is planned for late 1980 to determine the most economical method of acquiring computer time; that is, to continue buying computer processing time or to buy a computer. The Center, in our opinion, should see that the study is conducted as soon as possible since it will have a continuing need for computer time and faces a growing demand for information.

RECOMMENDATIONS

To improve the Center's procurement function, the OFPP Administrator should:

- Reassess the need for the Dun and Bradstreet system and consider the feasibility and economy of using a modified DOD system as the Government-wide method of contractor identification. We recognize that all of the civil agencies are currently using the Dun and Bradstreet system and the impact of a change could be severe. However, future costs for the Dun and Bradstreet system added to the DOD estimated conversion costs may justify use of the DOD system.
- Have the Center expedite its feasibility study to determine if it is more economical to acquire a computer in lieu of buying computer processing time.
- Evaluate the need for any future contracts and develop an appropriate procurement plan before an award is made. This should insure that a real need does exist and adequate planning has been done.

CHAPTER 4

OTHER ISSUES THAT NEED

TO BE ADDRESSED

OFPP, GSA, and the Center will have to agree on their respective responsibilities and establish procedures for carrying them out. The agreement should be reached as soon as possible so there is a clear understanding of the roles each must play.

OFPP, GSA, and the Center will have to resolve a number of other issues in the near future. These are discussed below.

REIMBURSEMENT POLICY

The Center plans to provide one copy of each report to interested parties free of charge. Requests for additional copies will be on a reimbursable basis. Requests for special analysis or reports would also be on a reimbursable basis. However, there has been no policy decision on whether there will be any exemptions. For example, will the Congress, the Executive Office of the President, or OMB be required to reimburse the Center?

FREQUENCY OF REPORTS

Appendix III provides a summary listing of the proposed reports the Center plans to issue over the next 2 fiscal years. The Center emphasized that the listing and implementation dates are tentative. The listing also indicates the planned report frequency; that is, quarterly, annually, or both.

We noted that the following tables would be issued quarterly, but there was no indication that annual reports would be issued.

<u>Table number</u>	<u>Table title</u>
SA-6	Special Analysis of 100 Top Federal Contractors
SA-7	Special Analysis of Federal R&D (Research and Development)
SA-8	Special Analysis of Various Contracting Operations (Extent of Competition)

- SA-9 Special Analysis of Consulting Services
- SA-11 Special Analysis of Utilization of GSA Federal Supply Schedules
- SA-12 Special Analysis of Government Bills of Lading and Government Travel Requests

We asked the Center if it planned to issue annual reports on the extent of competition and were advised it did not.

We believe the Center should plan to issue annual as well as quarterly reports on such important areas as extent of competition, utilization of GSA's Federal supply schedules, and the top 100 contractors and consultants. We recognize the difficulty of satisfying the varying needs of the different users--the Congress, agency management, and industry--of Center reports. However, publication of quarterly and annual reports would permit users to decide whether they needed both quarterly and annual reports or needed only the annual report. This could result in some economies if a large number of users determined that annual reports would satisfy their needs.

OFPP and the Center should also plan to determine whether its reports are being utilized. Such a plan should identify reports that could be eliminated; reports that should be added; changes that could be made to improve existing reports; and whether report frequency is appropriate; that is, are quarterly reports needed? The plan would also recognize that some reports may be of interest to only a limited audience. Distribution of these reports could be on a request basis as opposed to a general distribution.

FUTURE DEVELOPMENTS

The Center, as collector of the Government's procurement statistics, will play an important role in the future developments that are bound to occur in Federal procurement. For this reason, we believe development of a future plan for the Center is essential. Some of these future developments are discussed below.

The Center as the Government's single source for procurement information

At the present time, many agencies have their own procurement information systems with their own unique forms,

personnel, and computer facilities. A logical progression of the Center's development should be to become the Government's single source for procurement information. The agencies could then phase out many of their individual systems. Procurement offices, regardless of agency affiliation, would prepare the required report(s) and submit them directly to the Center. The agencies would use the Center's data bank and services for their needs, including procurement information needed by agency management.

The Center as a source of information for other studies

The Center will be able to identify what agencies are buying (products and services), where they are buying it (contractor location or from GSA), in what volume they are buying, and how they are buying it (competition, type of contract, or contract modification). OFPP could have this data stratified and then begin an analysis of whether agencies, particularly smaller ones, should have their own procurement function. Alternatives for satisfying the needs of these agencies could also be considered. Similar analyses could also be done on large agencies and the question of centralized versus decentralized procurement could be addressed.

The Center could also provide information that may assist the Congress and executive branch in such areas as

- measuring and assessing the impact of the Government's procurement on the national economy and smaller political subdivisions,
- determining the extent to which small and disadvantaged business enterprises share in the Government's procurement, and
- identifying data needed to manage the acquisition process.

MATTERS FOR THE CONSIDERATION OF THE CONGRESS

The House Government Operations Committee and the Senate Governmental Affairs Committee may wish to advise OMB/OFPP on the following matters.

- Whether there should be any exemptions to the Center's policy of requiring customers to pay for selected services.

--Whether the Center's proposed reports and their frequency will serve the needs of the Congress and its various committees.

The committees may also wish to consider actions they can take to assure that individual agencies phase out their procurement information systems when FPDS becomes operational and that the Center's potential is fully utilized.

AGENCY COMMENTS

We discussed the matters covered in this report with agency officials and their comments are incorporated where appropriate. OFPP did not agree that complete and accurate data on fiscal year 1979 would be unavailable. (See p. 7.)

FPDS-INDIVIDUAL CONTRACT ACTION REPORT (OVER \$10,000)

INTERAGENCY REPORT
CONTROL NO. 8888-000-01

1. REPORTING AGENCY (FPDS Organization Designation Code Manual) 2. CONTRACT NUMBER (Left justified) 3. MODIFICATION NUMBER 1a. NAME OF REPORTING AGENCY

4. CONTRACTING OFFICE ORDER NUMBER 5. PURCHASING OR CONTRACTING OFFICE (FPDS Purchase Office Code Manual) (Code) 5a. NAME

6. DATE OF THIS ACTION (CY Mo.) 7. TYPE OF DATA ENTRY (Items Being Changed) (ORIGINAL, REVERSING, CORRECTING)

8. REPORT PERIOD (FY Qtr) 9. D-U-N-S CONTRACTOR ESTABLISHMENT CODE 9a. ESTABLISHMENT AND COMPLETE ADDRESS (Contractor Name, Division Name, Street Address, City & State or Country)

10. PRINCIPAL PLACE OF PERFORMANCE (STATE OR U.S. OUTLYING AREA OR COUNTRY - FIPS 5 or VBS (C 1067) - (CITY OR PLACE IN 50 STATES ONLY - FIPS 55)) 10a. NAME OF PRINCIPAL PLACE OF PERFORMANCE

11. TOTAL DOLLARS OBLIGATED OR DEOBLIGATED (Round to nearest whole dollar; right justified for report to DDOTRS; Round to thousands for report to FPDS) 11a. TYPE OF OBLIGATION (1 = OBLIGATED, 2 = DEOBLIGATED, * = INITIAL LOAD OF BOA TYPE CONTRACT (NO DOLLARS)) 12. SUBJECT TO STATUTORY REQUIREMENTS (A. Walsh-Healey Act, Manufacturer, B. Walsh-Healey Act, Regular Dealer, C. Service Contract Act, D. Davis-Bacon Act, E. Not subject to Walsh-Healey, Service Contract, or Davis-Bacon Act)

13. AFFIRMATIVE ACTION PROGRAM (A. ON FILE, B. SUBJECT TO PREVIOUSLY HELD CONTRACTS) 14. KIND OF CONTRACT ACTION (1. Initial Letter Contract, 2. Definitive Contract, 3. New Definitive Contract, 4. Order Under Reporting Agency's Contract, 5. Modification, 6. GSA Federal Supply Schedule, 7. Order under another Agency's Contract, 8. Termination for Default, 9. Termination for Convenience)

15. MULTI-YEAR CONTRACT 16. LABOR SURPLUS AREA (LSA) PREFERENCE (1 = Yes, 2 = No, 3. Labor Surplus Area - Tie Bid Preference, 5. Not a Labor Surplus Area Preference Award, 6. Combined Small Business/Partial Labor Surplus Area Set-Aside Preference (DoD only), 7. Total Labor Surplus Area/Small Business Set-Aside Preference (P.L. 95-89), 8. Total Labor Surplus Area Set-Aside Preference (P.L. 95-89))

17. CONSULTANT TYPE AWARD 18. PRINCIPAL PRODUCT OR SERVICE (FPDS Product/Service Code Manual) 18a. DESCRIPTION

19. METHOD OF CONTRACTING (1. Two-step Formal Advertising, 2. Other Formal Advertising, 3. Negotiated Competitive, 4. Negotiated Non-competitive, 5. Directed Contracts for Foreign Governments, 6. Tariff or Regulated Acquisition) 20. EXTENT OF COMPETITION IN NEGOTIATION (COMPETITIVE: A1. Small Business Total Set-Aside, A2. Small Business Partial Set-Aside, A3. Labor Surplus Area Set-Aside, A4. Labor Surplus Area/Small Business Set-Aside, A9. Other Negotiated Competitive; NON-COMPETITIVE: B1. Buy Indian, B2. Buy Program, B3. Follow-on After Competition, B9. Other Negotiated Non-Competitive)

21. NEGOTIATION EXCEPTION AUTHORITY (A = 10 USC 2304 (a), B1-B3, C = 41 USC 252 (c), B1-B3) 22. TYPE OF CONTRACT OR MODIFICATION (A. Fixed Price Redetermination, J. Firm Fixed Price, K. Fixed Price Economic Price Adjustment, L. Fixed Price Incentive, R. Cost-Plus-Award Fee, S. Cost-No Fee, T. Cost-Sharing, U. Cost-Plus-Fixed Fee, V. Cost-Plus-Incentive Fee, Y. Time and Materials, Z. Labor Hour)

23. TYPE OF BUSINESS (A1. Small Business-Disadvantaged (8a), A2. Small Business-Owned by Minority Group, A3. Other Small Business or Individuals, B1. Large Minority Business, B2. Other Large Business, C1. Non-Profit-Private Educational Organization, C2. Non-Profit-Hospital, C3. Non-Profit-Research Institution, Foundation, Laboratory, C4. Other Non-Profit Institutions, D1. State/Local Government-Educational, D2. State/Local Government-Hospital, D3. State/Local Government-Research Organization, D4. Other State/Local, E1. Acquired and Used Outside U.S./Outlying Areas, E2. Acquired Outside U.S./Outlying Areas and Used Inside U.S./Outlying Areas)

24. WOMAN OWNED BUSINESS (1 = Yes, 2 = No, 3 = Not Certified) 25. COST ACCOUNTING STANDARDS CLAUSE (1. Required, 2. Not Required) 26. ESTIMATED COMPLETION DATE (CY Mo.) 27. FOREIGN TRADE DATA (A. Number of Bidders Offering Foreign Item, B. Buy American Act Percent Difference, C. Percent Foreign Content)

CONTRACTING OFFICER OR REPRESENTATIVE (Typed name and Signature) TELEPHONE NO DATE SUBMITTED

AGENCIES THAT ARE TO REPORT TO THE
FEDERAL PROCUREMENT DATA CENTER

Executive Office of the President
Department of Agriculture
Department of Commerce
Department of Defense
Department of Energy
Department of Health, Education, and Welfare
Department of Housing and Urban Development
Department of the Interior
Department of Justice
Department of Labor
Department of State
Agency for International Development
Department of Transportation
Department of the Treasury
ACTION
Administrative Conference of the United States
American Battle Monuments Commission
Board for International Broadcasting
Civil Aeronautics Board
Commission on Civil Rights
Commodity Futures Trading Commission
Community Services Administration
Consumer Product Safety Commission
Environmental Protection Agency
Equal Employment Opportunity Commission
Federal Communications Commission
Federal Election Commission
Federal Maritime Commission
Federal Mediation and Conciliation Service
Federal Mine Safety and Health Review Commission
Federal Trade Commission
General Services Administration
Interstate Commerce Commission
National Aeronautics and Space Administration
National Capital Planning Commission
National Endowment for the Arts
National Endowment for the Humanities
National Labor Relations Board
National Mediation Board
National Science Foundation
National Transportation Safety Board
Nuclear Regulatory Commission
Occupational Safety & Health Review Commission
Office of Personnel Management
Pennsylvania Avenue Development Corporation
Securities and Exchange Commission

Selective Service System
Small Business Administration
Smithsonian Institution
Tennessee Valley Authority
U.S. Arms Control and Disarmament Agency
U.S. International Communication Agency
U.S. International Trade Commission
U.S. Railroad Retirement Board
Veterans Administration
Water Resources Council

QUANTITY OF TABLES	TABLE NUMBER	TABLE TITLE	IMPLE- MENTED FY 79	PLANNED	
				FY 80	FY 81
		<u>SUMMARY QUARTERLY REPORT OF FEDERAL CONTRACT ACTIONS</u>			
1	Q-1	Actions & Dollars by Executive Department and Agency	x		
2	Q-2	Percent of Actions & Dollars by Executive Department and Agency	x		
3	Q-3	Total Actions Over \$10,000 by State	x		
4	Q-4	Actions Over \$10,000 by Executive Department and Agency - By State	x		
5	Q-5	Actions Over \$10,000 by State - By Executive Department and Agency	x		
		<u>SPECIAL ANALYSIS OF FEDERAL CONTRACT ACTIONS BY TYPE OF CONTRACTOR - SA-1</u>			
6	SA-1.1	Business Concerns by Executive Department and Agency (Qtrly)	x		
7	SA-1.2	Educational & Nonprofit Institutions by Executive Department and Agency (Qtrly)	x		
8	SA-1.3	Acquisitions Outside U.S. and Possessions by Executive Department and Agency (Qtrly)	x		
9	SA-1.4	Directed Contracts for Foreign Governments by Executive Department and Agency (Qtrly)	x		
10	SA-1.5	Tariff or Regulated Acquisitions by Executive Department and Agency (Qtrly)	x		
11	SA-1.6	By Executive Department and Agency by Type of Contractor (Qtrly)	x		
		<u>SPECIAL ANALYSIS OF FEDERAL CONTRACT ACTIONS BY PRODUCT/SERVICE - SA-2</u>			
12	SA-2.1	By Type of Effort by Executive Department and Agency Number of Actions (Qtrly)	x		
13	SA-2.2	By Type of Effort by Executive Department and Agency Dollars (Qtrly)	x		
14	SA-2.3	Research and Development - Summary by R&D Category (Qtrly)	x		
15	SA-2.4	Research and Development - Detail by R&D Code (Qtrly)	x		

QUANTITY OF TABLES	TABLE NUMBER	TABLE TITLE	IMPLE- MENTED FY 79	PLANNED	
				FY 80	FY 81
		<u>SPECIAL ANALYSIS OF FEDERAL CONTRACT ACTIONS BY PRODUCT/SERVICE - SA-2 (Cont'd)</u>			
16	SA-2.5	Other Services and Construction - Summary by Service Category (Qtrly)	x		
17	SA-2.6	Other Services and Construction - Detail by Service Code (Qtrly)	x		
18	SA-2.7	Supplies and Equipment - Summary by Federal Supply Classification Group (Qtrly)	x		
19	SA-2.8	Supplies and Equipment - Detail by Federal Supply Classification (Qtrly)	x		
20	SA-2.9	Total Annual Actions by Product/Service for Each Purchasing Office		x	
		<u>SPECIAL ANALYSIS OF MINORITY AND DISADVANTAGED BUSINESS PARTICIPATION IN FEDERAL CONTRACT ACTIONS - SA-3</u>			
21	SA-3.1	Awards to Minority/Disadvantaged Including 8(a) by Agency (Qtrly)		x	
22	SA-3.2	Awards to Minority/Disadvantaged Including 8(a) by Agency (Yr to Date)		x	
23	SA-3.3	Awards to Minority/Disadvantaged Including 8(a) by State by Agency (Qtrly)		x	
24	SA-3.4	Awards to Minority/Disadvantaged Including 8(a) by State by Agency (Yr to Date)			x
25	SA-3.5	Minority/Disadvantaged Businesses Participating in Federal Contracting During FY _____ (Annual)			x
26	SA-3.6	Minority/Disadvantaged Actions by Product/Service by State by Agency - FY _____ (Annual)			x
27	SA-3.7	Minority/Disadvantaged Businesses by Product/Service - FY _____ (Annual)			x
		<u>SPECIAL ANALYSIS OF SMALL BUSINESS PARTICIPATION IN FEDERAL CONTRACT ACTIONS - SA-4</u>			
28	SA-4.1	Small Business Actions by Agency (Qtrly)		x	
29	SA-4.2	Small Business Actions by Agency (Yr to Date)			x
30	SA-4.3	Small Business Actions by State by Agency (Qtrly)		x	
31	SA-4.4	Small Business Actions by State by Agency (Yr to Date)			x
32	SA-4.5	Small Business Set-Aside Actions by Agency (Qtrly)		x	
33	SA-4.6	Small Business Set-Aside Actions by Agency (Yr to Date)			x
34	SA-4.7	Small Business Actions by Product/Service by State by Agency - FY _____ (Annual)			x
35	SA-4.8	Small Business R&D Contract Actions by Agency (Qtrly)			x
36	SA-4.9	Small Business R&D Contract Actions by Agency (Yr to Date)			x

QUANTITY OF TABLES	TABLE NUMBER	TABLE TITLE	IMPLE- MENTED FY 79	PLANNED	
				FY 80	FY 81
		<u>SPECIAL ANALYSIS OF LABOR SURPLUS AREA PARTICIPATION IN FEDERAL CONTRACT ACTIONS - SA-5</u>			
37	SA-5.1	LSA Preference Actions by Agency by State by Product/Service (Semi-Annual)		x	
38	SA-5.2	LSA Preference Actions by Agency by LSA Preference Category (Qtrly)		x	
39	SA-5.3	LSA Preference Actions by Agency by LSA Preference Category (Yr to Date)			x
		<u>SPECIAL ANALYSIS OF 100 TOP FEDERAL CONTRACTORS - SA-6</u>			
40	SA-6.1	Total Dollars and Total Actions of 100 Top Contractors (Qtrly)		x	
41	SA-6.2	Total Dollars and Total Actions of 100 Top Contractors by Agency (Qtrly)		x	
		<u>SPECIAL ANALYSIS OF FEDERAL R&D - SA-7</u>			
42	SA-7.1	Total Dollars & Actions of 100 Top R&D Contractors (Qtrly)		x	
43	SA-7.2	Total Dollars & Actions of 100 Top R&D Contractors by Agency (Qtrly)		x	
44	SA-7.3	Top 100 Private Educational/Non-Profit R&D Contractors (Qtrly)			x
45	SA-7.4	Top 100 Private Educational/Non-Profit R&D Contractors by Agency (Qtrly)			x
46	SA-7.5	R&D Contracts (# & \$'s) by Agency (Qtrly)		x	
47	SA-7.6	R&D (# of Contracts & Dollars) by Product/Service by Agency (Qtrly)			x
48	SA-7.7	R&D (# of Contracts & Dollars) by Agency by Product/Service by R&D Stage (Qtrly)			x
		<u>SPECIAL ANALYSIS OF VARIOUS CONTRACTING OPERATIONS - SA-8</u>			
49	SA-8.1	Negotiation Exception Authority by Agency (\$'s & Actions) (Qtrly)			x
50	SA-8.2	Extent of Competition Application by Agency (\$'s & Actions) (Qtrly)			x
51	SA-8.3	Multi-Year Contracting Application by Agency (\$'s & Actions) (Qtrly)			x
52	SA-8.4	Statutory Requirements Application by Agency (\$'s & Actions) (Qtrly)			x
53	SA-8.5	CAS Clause Application by Agency (\$'s & Actions) (Qtrly)			x
54	SA-8.6	Kind of Contract Action by Agency by Purchasing Office (\$'s & Actions) (Qtrly)			x
55	SA-8.7	Contracting Method Application by Type Contractor by Agency (\$'s & Actions) (Qtrly)		x	
56	SA-8.8	Type of Contract by Type of Contractor by Agency (\$'s & Actions) (Qtrly)		x	

QUANTITY OF TABLES	TABLE NUMBER	TABLE TITLE	IMPLE- MENTED FY 79	PLANNED	
				FY 80	FY 81
57	SA-9.1	<u>SPECIAL ANALYSIS OF CONSULTING SERVICES - SA-9</u> Consulting Services (\$'s & # of Contracts) by Agency by Agency Component (Qtrly)			
58	SA-9.2	Top 100 Consulting Contractors by Agency (\$'s & # of Contracts) (Qtrly)	x		x
59	SA-10.1	<u>SPECIAL ANALYSIS OF WOMEN-OWNED BUSINESS - SA-10</u> Women-Owned Businesses and Their Actions by Agency by State (Annual)	x		
60	SA-11.1	<u>SPECIAL ANALYSIS OF UTILIZATION OF GSA FEDERAL SUPPLY SCHEDULES - SA-11</u> FSS Orders (# & \$'s) by Agency by Contract (Qtrly)			x
61	SA-11.2	FSS Orders (# & \$'s) by Product/Service by Agency (Qtrly)			x
62	SA-12.1	<u>SPECIAL ANALYSIS OF GBL/GTR TRAFFIC - SA-12</u> GBL/GTR Traffic (No. of Actions & \$'s) by Carrier by Agency (Qtrly)		x	
63	SA-12.2	GBL/GTR Traffic (No. of Actions & \$'s) by Agency by Carrier (Qtrly)	x	x	
64	SA-13.1	<u>SPECIAL ANALYSIS OF FEDERAL CONTRACTORS AND THEIR CONTRACT ACTIONS - SA-13</u> Listing of All Federal Contractors and Their Actions During FY (Annual)			x
65	SA-13.2	Listing of All Federal Contractors and Their Actions by Federal Region by State by City (Annual)			x
66	SA-13.3	Listing of Federal Construction Contractors and Their Actions by Federal Region by State by City (Annual)			x

(950548)



Single copies of GAO reports are available free of charge. Requests (except by Members of Congress) for additional quantities should be accompanied by payment of \$1.00 per copy.

Requests for single copies (without charge) should be sent to:

U.S. General Accounting Office
Distribution Section, Room 1518
441 G Street, NW.
Washington, DC 20548

Requests for multiple copies should be sent with checks or money orders to:

U.S. General Accounting Office
Distribution Section
P.O. Box 1020
Washington, DC 20013

Checks or money orders should be made payable to the U.S. General Accounting Office. NOTE: Stamps or Superintendent of Documents coupons will not be accepted.

PLEASE DO NOT SEND CASH

To expedite filling your order, use the report number and date in the lower right corner of the front cover.

GAO reports are now available on microfiche. If such copies will meet your needs, be sure to specify that you want microfiche copies.

AN EQUAL OPPORTUNITY EMPLOYER

**UNITED STATES
GENERAL ACCOUNTING OFFICE
WASHINGTON, D.C. 20548**

**OFFICIAL BUSINESS
PENALTY FOR PRIVATE USE, \$300**

**POSTAGE AND FEES PAID
U. S. GENERAL ACCOUNTING OFFICE**



THIRD CLASS